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Metropolitan Toronto. Interim  
housing committee  
[General publications]  
[G-1] Report on the status,  
requirements and organization of the  
Metropolitan housing program. 1959.

# **Municipality of Metropolitan Toronto.**

*Interim housing committee*

## **REPORT No. 21 OF THE EXECUTIVE COMMITTEE.**

*[General publications]*

**For Consideration by  
The Council of The Municipality of Metropolitan Toronto  
on April 21, 1959.**

### **1**

#### **METROPOLITAN HOUSING PROGRAMME.**

The Metropolitan Council on March 24, 1959, struck out and referred to the Executive Committee, Clause No. 1 of Report No. 5 of The Welfare and Housing Committee, headed "Provision of Additional Units of Housing Under Metropolitan Housing Programme", in order that the Executive Committee may confer thereon with the Metropolitan Toronto Interim Housing Committee.

The Executive Committee submits the appended report (March 9, 1959) received from the Metropolitan Toronto Interim Housing Committee (consisting of the Commissioner of Planning, the Commissioner of Welfare and Housing and the Chairman of the Metropolitan Toronto Housing Authority), viz:

#### **"REPORT ON THE STATUS, REQUIREMENTS AND ORGANIZATION OF THE METROPOLITAN HOUSING PROGRAMME.**

On March 11, 1958, the Metropolitan Council adopted Clause 1 of Report No. 3 of the Welfare and Housing Committee, dealing with the question of 'Participation by the Metropolitan Corporation in Proposed Plan for Low-Cost Housing'. Included in this report was a recommendation that a continuing advisory committee be appointed to implement the recommendations contained in the report and to prepare submissions and recommendations at least once a year in order to assist the Metropolitan Corporation in formulating and implementing a continuing and flexible housing policy. Subsequently, on May 6, 1958, Council adopted Clause 1 of Report No. 5 of the Welfare and Housing Committee, which recommended the appointment of an Interim Housing Committee to carry out these recommendations, such Committee to consist of the Commissioner of Planning, as Chairman; the Commissioner of Welfare and Housing; and the Chairman of the Metropolitan Toronto Housing Authority.



The Interim Housing Committee now submits a report to the Metropolitan Council about low-rental housing activities in the Metropolitan Area. This report is in three parts:

- A. Review of actions undertaken by the Metropolitan Council to implement the metropolitan housing programme.
  - B. Review of the status of low-rental housing activities in the Metropolitan Area.
  - C. Further requirements of the Metropolitan housing programme.
- A. REVIEW OF ACTIONS UNDERTAKEN BY THE METROPOLITAN CORPORATION TO IMPLEMENT THE METROPOLITAN HOUSING PROGRAMME.

The report adopted by the Metropolitan Council on March 11, 1968, dealt primarily with the question of Metropolitan participation in the proposed redevelopment of the Moss Park and Alexandra Park areas of the City of Toronto and with the establishment of a programme for the provision of low-rental housing on vacant land in lieu of such participation. This report also established certain basic principles for a metropolitan housing programme, including the following:


(1) The Metropolitan Corporation should establish both a short-term and a long-term housing policy, having regard both to the immediate priorities and to the ever changing housing needs of the Metropolitan Area.

(2) The most urgent priority for the expenditure of public funds lies in the provision of low-rental housing for elderly persons and families with children whose incomes are not sufficient for the rental or purchase of standard accommodation.

(3) The most effective method of providing such housing immediately is on vacant land within the built-up sections of the Metropolitan area, so that the maximum amount of accommodation can be provided for the minimum land cost.

(4) In the short-term programme, redevelopment of blighted areas should be engaged in only insofar as such redevelopment can lead to a substantial increase in the stock of low-rental housing for family occupancy, or as it can promote the conservation of the existing stock of such housing.

(5) Prior to the establishment of any redevelopment programme, a substantial stock of low-rental and low-cost housing must be established for the relocation of families from redevelopment areas, in order to insure that relocation can in fact take place



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and that such relocation does not preempt available low-rental housing from families on the already-established waiting lists who have a high degree of priority for such housing.

(6) The long-term Metropolitan housing programme should:

(a) Deal with establishment of low and moderate rental housing in the outer districts of the Metropolitan area on an economic basis, and establishment of low and moderate cost ownership housing in the same areas.

(b) Encourage low rental housing through the medium of the limited dividend section of the National Housing Act.

(c) Seek to provide the Metropolitan area with suitably distributed public housing projects with initial emphasis upon the development of public housing projects in the outer districts of the Metropolitan area, but also, and in proper time, a comprehensive Metropolitan Toronto redevelopment programme in which clearance of blighted areas for non-residential use as well as housing use would be included. Within such a long term redevelopment programme, the validity of any specific land clearance proposals should be conclusively demonstrated as to physical need and economic soundness and systematically evaluated as to priority.

On the basis of the above principles, the Metropolitan Council by resolution on May 6, 1958, requested the Minister of Planning and Development of the Province of Ontario, in conjunction with the Federal government, to undertake the provision of 1,000 units of low-rental family housing on vacant sites within the built-up portions of the Metropolitan Area. The Metropolitan Council also instructed the Interim Housing Committee to take the necessary action to secure 1,000 units of family housing and 500 units of elderly persons housing in 1958, and requested the Metropolitan Toronto Planning Board to establish a Housing Research Section for the establishment of a long-term housing research programme. The present status of this immediate programme is as follows:

#### I. Housing Research Programme

The Metropolitan Planning Board, on July 11, 1958, agreed to establish a Housing Research Section. Personnel to carry out this activity were hired toward the end of the year, and plans for the redevelopment of the research programme were approved by the Board in the 1959 budget. At the same time, close liaison was established with the Metropolitan Toronto Housing Authority for the processing of the Authority's waiting list of applications in order to secure data on the



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immediate need for low-rental housing, and to provide other related information for the Planning Board. While conclusive results from the research programme will probably not be available until the middle of 1960, it is expected that useful information for the short-term Metropolitan housing programme will be available within a relatively short period.

## II. Low-Rental Family Housing

The Minister of Planning and Development granted his approval to the programme for 1,000 family housing units on May 20, 1958, and undertook to conduct the necessary negotiations with the Federal Government. The status of the specific projects in this immediate programme is as follows:

### (a) Scarlett Road, Etobicoke

A site of 10.5 acres on the east side of Scarlett Road, south of Lawrence Avenue, was purchased by the Metropolitan Corporation in accordance with Clause 5 of Report No. 44 of the Executive Committee, adopted by Council on October 7, 1958. The purchase price was \$175,000.00. A project of 168 family units for this site was approved by the Federal Minister of Works, and preliminary plans for this project have been prepared by Central Mortgage and Housing Corporation. Subsequent to the original negotiations for the purchase of this site, it was learned that the Etobicoke Planning Board had requested the addition to the site of an area of 0.74 acres along the western edge of the site as a condition of rezoning approval. By-law No. 847 for the expropriation of this additional land was passed by the Metropolitan Council on November 4, 1958.

The Minister of Planning and Development has approved the incorporation of this additional land in the project site, and is currently negotiating with the Federal Government for approval of this enlargement. It is intended that after approval of the enlarged site has been secured, an area of around one acre will be conveyed to the Metropolitan Toronto Housing Company Ltd. for the erection of elderly persons housing (see Section III below). An application has been made to the Township for the necessary rezoning of the site, which has been recommended in principle by the Township Planning Board, subject to certain conditions. This recommendation will be submitted to the Township Council when plans have been prepared for the enlarged site, including the portion to be devoted to elderly persons housing.

It is expected that final approval of this project will be secured within a few months, and that construction may be initiated by the end of the summer. The exact number of units to be erected will depend on the final disposition of the 0.74-acre enlargement and the





amount of land occupied by elderly persons housing, but will probably be between 150 and 170 family units.

(b) Warden Avenue, Scarborough

A site of around 40 acres on the west side of Warden Avenue, south of St. Clair Avenue, was authorized for purchase from the Sisters of St. Joseph in Clause 17 of Report No. 36 of the Executive Committee, as adopted by Council on September 9, 1958. The physical survey of the land has now been completed, and it is expected that the purchase will be completed within a very short time, for a sum of \$228,331.46. (An adjoining site of around 54 acres in the Massey Creek Valley was also authorized to be purchased for Metropolitan park purposes, for a sum of \$54,701.00.)

The Federal-Provincial partnership has authorized an investigation of a 400 unit project, which is understood to be tantamount to preliminary approval, and the necessary studies such as detailed contour mapping, preliminary site plans, etc., have been initiated by the partnership. It is intended that a site of around 5 acres will be conveyed to the Metropolitan Toronto Housing Company Ltd. for the erection of elderly persons housing (see III below). In addition, it will be necessary to convey a site to the Scarborough Township School Board for school purposes. Negotiations with the Township and the other authorities concerned have been initiated by the Department of Planning and Development. It is expected that final approval of this project should be secured within six months. No date for the construction of the 400 family units can be indicated at the present time.

Provision of a low-rental housing project on this site was approved by the Scarborough Township Planning Board by resolution on July 24, 1957.

(c) Stableford Farm, Scarborough

Stableford Farm is a site of about 97 acres, west of Orton Park Road and south of Ellesmere, which is in the ownership of the Federal-Provincial partnership. After considerable discussion with Provincial and Federal officials, the Interim Housing Committee recommended to the Metropolitan Council that approximately 25% of this site, accommodating 90 to 95 residential lots, be devoted to low-rental housing, with the balance of the site to be developed as a Federal-Provincial land assembly scheme. This recommendation was approved by Council on October 7, 1958, under Clause 6 of Report No. 44 of the Executive Committee. Subsequently the Interim Housing Committee recommended to the Federal-Provincial partnership that a total of 62 lots within the first stage of the subdivision be assigned for rental housing at scattered locations within the subdivision.



The proposal for rental housing in this subdivision has been objected to by the Scarborough Township Council, which has requested the Minister of Planning and Development to withhold approval of the draft plan of subdivision unless the provision for rental housing is eliminated. The Township has submitted a brief to the Minister outlining its reasons for objection to the rental housing and suggesting that if the subdivision plan is to be approved, certain conditions with respect to the provision of school facilities, municipal services, and local taxes be imposed. This brief is presently being considered by the Minister.

(d) Lawrence Heights Extension, North York

This is a strip of 38 vacant lots along the eastern edge of the Lawrence Heights Federal-Provincial housing project. Following discussions with the partnership, the Interim Housing Committee recommended to the Metropolitan Council that these lots be developed with single-family houses as an integral part of the Lawrence Heights project. This recommendation was approved by Council on October 17, 1968, under Clause 6 of Report No. 44 of the Executive Committee. It was noted at the time that this strip had been reserved for single-family housing by agreement with the Township of North York at the time that the rezoning of the Lawrence Heights project was approved.

Studies which the Federal-Provincial partnership has undertaken since passage of the Metropolitan Council resolution have indicated that development of semi-detached houses may prove to be more desirable from the point of view of general appearance in relation to the existing housing project and the adjacent private housing. The Interim Housing Committee has accordingly agreed that these studies should be presented to the Township Council and Planning Board and to the local ratepayers to determine their preference. Pending such discussions, the partnership has indicated that it will not be able to determine whether the project as requested by Metropolitan Council can be approved for construction. It is expected that a further report will be submitted to the Metropolitan Council by the Interim Housing Committee on this matter.

(e) O'Connor Drive, North York

This is a site of around 21 acres between O'Connor Drive and Victoria Park Avenue, immediately north of the East York boundary. It is estimated that this site would accommodate 250 to 300 family housing units, in addition to an elderly persons project and a public school. On the basis of discussions which have been held with the owner of the land, it appears that it will be necessary to expropriate this site, if acquisition is desired. Discussions have been held with the Federal and Provincial officials concerning this site, but while they are generally favourable in principle to a low-rental housing project





on this site, they are unable at this time to indicate whether such a project will be approved by the Federal Minister of Works. If this site is acquired through expropriation, it is possible that the Metropolitan Corporation will have to provide a slight write-down of the cost so that it may qualify for a low-rental housing project. A recommendation concerning this site will be found in Section C of this report.

(f) Miscellaneous Sites

Certain other vacant land sites in York, North York and Etobicoke Townships which may be suitable for the development of low-rental housing are presently being considered by the Interim Housing Committee. Pending further discussions with Federal-Provincial and local officials, no recommendations have been made to the Metropolitan Council on these sites. A general recommendation concerning these sites will be found in Section C of this report.

(g) Federal-Provincial Land Holdings

The Federal-Provincial Partnership presently owns land totalling 2,700 acres on outlying sites in Scarborough, North York and Etobicoke Townships. Proposals for the development of these lands to incorporate a certain amount of low-rental housing are discussed in Part B and C of this report.

(h) Initial Low-rental Housing programme: Summary

As of now, the 1,000 unit programme recommended by the Metropolitan Council and approved by the Minister of Planning and Development stands as follows:

Approved by Federal Minister of Works (Preliminary or Final):	
Scarlett Road, Etobicoke	158 units
Warden Avenue, Scarborough	400 units
	558 units
Under Negotiation:	
Stableford Farm, Scarborough	95 units
	(62 in first stage)
Lawrence Heights Extension, North York	38 units
	133 units
Under Consideration by Interim Housing Committee:	
O'Connor Drive, North York	300 units
Miscellaneous Sites	150 units
	450 units
Total	1,141 units



## III. Elderly Persons Housing

The report adopted by Council on March 11, 1958, recommended the provision of 500 units for elderly persons housing annually. This was understood to be in addition to existing projects which were complete or in construction under the auspices of the Metropolitan Toronto Housing Company Limited or which had already received approval by Council. As of now, the status of the limited dividend projects for elderly persons being built operated by the Metropolitan Toronto Housing Company Limited is as follows:

## (a) Westacres, Etobicoke

On this site, on the east side of Kipling Avenue, south of Hinton Road, a project of 128 units has been in operation since February, 1957. An addition of 96 units on this site has been approved by Council and plans submitted to Central Mortgage and Housing Corporation. Construction of the new units will begin in the near future, and the units may be ready for occupancy early in 1960. (A Home for the Aged, to be known as Kipling Acres, is also under construction on this site. It will accommodate 265 beds.)

## (b) Northacres, North York

This project contains 128 units, and is located on a five acre site within the Lawrence Heights housing project. It has been occupied since April, 1958.

## (c) Scarborough Acres, Scarborough

This project contains 16 units, located on Old Danforth Road. It has been occupied since July, 1958.

## (d) West Lodge Avenue, Toronto

This project, on the site of the former House of the Good Shepherd, near Queen Street and Lansdowne Avenue, will contain 405 units in an 11-storey elevator building. It is under construction and is expected to be ready for occupancy in December, 1959.

## (e) Lawrence Avenue, Scarborough

This project, on a site of 3½ acres on the north side of Lawrence Avenue, west of the Scarborough Hospital, will contain 200 units in a 6-storey elevator building. The project has been approved by Council and plans are being submitted to C.M.H.C. for approval. Construction should begin in October, 1959, and the project is expected to be ready for occupancy in September, 1960. (A Home for the Aged is also to be constructed adjoining this site.)



## (f) Woodbine Avenue, Toronto

This site was acquired by the Metropolitan Corporation in connection with the construction of the Woodbine Avenue subway under the C.N.R. and was conveyed to the Metropolitan Toronto Housing Company Limited for an elderly persons project. It is on the west side of Woodbine Avenue, between Merrill Avenue and Aldergrove Avenue. The project has been approved by Council and plans have been submitted to C.M.H.C. for a 2½ storey apartment building containing 42 units. It is hoped that construction will begin in July, 1959, and occupancy is expected in February, 1960.

## (g) Scarlett Road, Etobicoke

Discussions are being held between the Interim Housing Committee and the Federal-Provincial partnership for the establishment of an elderly persons housing project on the site of the low-rental project at Scarlett Road. It is expected that a site of around one acre will be made available to the Metropolitan Toronto Housing Company Limited for a project of 32 units. Upon completion of these negotiations, a recommendation will be made to the Metropolitan Council for approval of such a project and application will be made to C.M.H.C. for approval of a limited dividend mortgage loan.

## (h) Warden Avenue, Scarborough

Discussions are being held between the Interim Housing Committee and the Federal-Provincial partnership for the establishment of an elderly persons project on the site of the low-rental project at Warden Avenue. It is expected that a site of 5 acres will be made available for a project of 160 units. Upon completion of these negotiations, a recommendation will be made to Council for approval and application will be made to C.M.H.C. for a limited dividend mortgage loan.

## (i) O'Connor Drive, North York

If the Metropolitan Council recommends that a low-rental housing project be established at the O'Connor Drive site, negotiations will be undertaken to provide an elderly persons project of 160 units on this site, and recommendations will be made accordingly.

## (j) Cosburn Avenue, East York

A site of 4 acres north of Cosburn Avenue, east of Woodbine, is under consideration by the Township of East York and the Metropolitan Toronto Housing Company Limited. If approved, a project of 200 units will be constructed.





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## (k) Federal-Provincial Land Holdings

When specific recommendations are made for the establishment of low-rental projects on the existing holdings of the Federal-Provincial partnership, the establishment of elderly persons housing will also be recommended on these sites. These recommendations are discussed in Parts B and C of this report.

## (1) Elderly Persons Housing: Summary

The present status of the elderly persons housing programme under the auspices of the Metropolitan Toronto Housing Company Limited is as follows:

## Completed and Occupied:

Westacres, Etobicoke	128 units
Northacres, North York	128 units
Scarborough Acres, Scarborough	16 units
	272 units

## Under Construction:

West Lodge Avenue, Toronto	405 units
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## Approved by Council:

Westacres, Etobicoke	96 units
Lawrence Avenue, Scarborough	200 units
Woodbine Avenue, Toronto	42 units
	338 units

## In Negotiation with Federal-Provincial Partnership:

Scarlett Road, Etobicoke	32 units
Warden Avenue, Scarborough	160 units
	192 units

## Under Consideration:

O'Connor Drive, North York	128 units
Cosburn Avenue, East York	200 units
Thistletown, Etobicoke	160 units
Jane-Keele, North York	160 units
Malvern, Scarborough	320 units
	968 units

Total 2,175 units



## B. STATUS OF LOW-RENTAL HOUSING ACTIVITIES IN THE METROPOLITAN AREA.

To assist the Metropolitan Corporation in the formulation of its housing program, a review of the status of all low-rental housing activities in the Metropolitan Area is presented, so that the Metropolitan Council may assess the place which Metropolitan-sponsored projects will play in the overall housing picture. For the purpose of this review, low-rental housing activities have been classified in the following categories:

- I. Redevelopment housing
- II. Low-rental housing on inner suburban sites
- III. Low-rental housing on outer suburban sites
- IV. Elderly persons housing
- V. Limited Dividend housing

### I. Redevelopment Housing

#### (a) Regent Park North

Regent Park North contains a total of 1,397 units. Of these, 109 are in a building nearing completion which will be used to house project families of diminishing size. The project is owned by the City of Toronto and is operated by the City of Toronto Housing Authority. The rental range is from \$31.00 to \$96.00, with a maximum income limitation of \$4,200.00. The project is operated on a partially subsidized basis, with the City providing a subsidy of \$320.00 per unit in 1958.

#### (b) Regent Park South

Regent Park South was developed as a Federal-Provincial project for administration by the Metropolitan Toronto Housing Authority. The project will contain 732 units, of which 687 are now completed and occupied. The rental range is from \$30.00 to \$84.00 per month. The project is operated on a subsidized basis. As the final costs have not yet been established, the amount of rental subsidy to be borne by the Federal-Provincial partnership is not yet known. The estimated tax subsidy to be borne by the City of Toronto for the year 1959 is approximately \$112.00 per unit. The average family income is currently \$3,000.00, and the average rental in 1958 was \$52.00.

#### (c) Moss Park

The Minister of Planning and Development has approved the designation of the area bounded generally by Jarvis, Shuter, Parliament and Queen as a redevelopment area, as requested by the City of Toronto. The City has requested from the Federal government a grant of 50% of the net cost of acquisition and clearance of this area (estimated at





\$5,000,000.00), and a grant of 25% of the net cost of acquisition and clearance (estimated at \$2,500,000.00) from the Provincial government. The City has proposed that the western portion of this area be devoted to the enlargement of Moss Park, from its present size of 4 acres to 12 acres, and that the Federal-Provincial partnership construct a housing project on the eastern portion of this site, totalling 9.5 acres.

The project which is proposed for Moss Park would contain around 1,125 units. These would be for occupancy primarily by childless households. There is no indication as yet of the amount of rental subsidy and tax subsidy which would be required for the proposed project, nor of the rentals which would be charged.

Following the decision of the Metropolitan Corporation in March 1958 not to participate in the Moss Park redevelopment project, City officials were instructed by City Council to engage in discussions with the Federal and Provincial governments for approval of both the site clearance and the housing scheme. The Provincial government has agreed to provide 25% of the write-down on that portion of the site to be used for public housing, but as of this date no decision has been announced by the Federal government. A sum of \$3,433,000.00 has been proposed by City Council for inclusion in the City's capital estimates to cover the municipality's estimated share of the cost of land acquisition and clearance. Of this amount, \$1,000,000.00 is proposed for debenturing in 1959, and \$2,433,000.00 in 1960.

(d) Alexandra Park

The City of Toronto originally proposed the clearance of an area of 10.7 acres, within the general Alexandra Park area, as the first stage of the redevelopment of the overall area. The net cost of land acquisition and clearance was estimated at \$4,680,000.00. A project of 392 units, primarily for family occupancy, was proposed for the clearance site.

In March, 1958, the Metropolitan Corporation decided not to participate in the redevelopment project as proposed, but recommended instead that the area be treated as a pilot urban renewal project, involving spot clearance of houses beyond repair, conservation, rehabilitation and other renewal techniques.

Following this decision the City of Toronto Planning Board recommended to City Council that the first stage area be declared a redevelopment area and the properties acquired, after which they would be inspected to determine which specific buildings required immediate clearance. Board of Control is understood to be discussing this suggestion with the Minister of Planning and Development. A sum of \$1,300,000.00 has been included in the City's proposed capital estimates



for the period 1960-63, presumably to cover the municipality's share of the net cost of land acquisition and clearance if the project is pursued.

(e) Carlton Street

A proposal has been made by the City Planning Board that Carlton Street be widened to accommodate future traffic from the Bayview Extension, and the City of Toronto Housing Authority is considering the erection of a 6-storey elevator building on cleared land in the Carlton-Spruce area in connection with this proposed widening. A sum of \$760,000.00 has been proposed in the City's capital estimates for 1959 for this purpose.

It is understood that the City of Toronto Housing Authority also has under consideration an additional building of 72 units in this area if the project materializes.

(f) Redevelopment Housing Summary

The current status of redevelopment housing may be summarized as follows:

Completed and Occupied	
Regent Park North	1,288 units
Regent Park South	687 units
	1,975 units
Under Construction	
Regent Park North	109 units
Regent Park South	45 units
	154 units
Proposed by City of Toronto	
Moss Park	1,125 units
Alexandra Park	392 units
	1,517 units
Under Consideration by City of Toronto	
Housing Authority	
Carlton Street	72 units
Total	3,718 units

## II. Low-rental Housing on Vacant Inner Suburban Sites

(a) Lawrence Heights, North York

This project is being constructed as a Federal-Provincial project on a site of 90 acres north of Lawrence Avenue, between Bathurst and



Dufferin. The project will contain a total of 1,043 units, of which 828 have been completed and occupied and 215 are under construction. The project was originally planned to be operated partly as a subsidized rental project, covering 426 units, and partly as a full-recovery moderate-rental project, covering 617 units. However, the arrangement between the Metropolitan Toronto Housing Authority and the Federal-Provincial partnership is to allocate units solely on the basis of housing need, as at Regent Park South. As the final costs have not yet been established, the amount of rental subsidy to be borne by the Federal-Provincial partnership is not yet known. The estimated tax subsidy to be borne by the Metropolitan Corporation for the year 1959 is approximately \$48.00 per unit.

The average family income is currently \$3,420.00 and the average rental in 1958 was \$62.00.

(b) Programme as Authorized by Metropolitan Council

This programme, as reviewed in Section A of this report covers the following projects:

Scarlett Road, Etobicoke:	
(Approved by Partnership) . . . . .	158 units
Warden Avenue, Scarborough:	
(Preliminary approval by partnership) . . . . .	400 units
Stableford Farm, Scarborough:	
(Under negotiation) . . . . .	95 units
Lawrence Heights Extension:	
(Under negotiation) . . . . .	38 units
O'Connor Drive, North York:	
(Under consideration by Interim Housing Committee) . . . . .	300 units
Miscellaneous sites:	
(Under consideration by Interim Housing Committee) . . . . .	150 units

(c) Low-rental Housing on Inner Suburban Sites: Summary

Completed and occupied . . . . .	828 units
Under construction . . . . .	215 units
Approved by partnership (final or preliminary) . . . . .	558 units
Under negotiation with partnership . . . . .	133 units
Under consideration by Interim Housing Committee . . . . .	450 units
<b>Total</b> . . . . .	<b>2,184 units</b>

III. Low-rental Housing on Outer Suburban Sites

Prospective low-rental housing projects on outer suburban sites are to be found on the lands which are owned by the Federal-Provincial





partnership in the Townships of Etobicoke, North York and Scarborough, as follows:

(a) Thistletown (Etobicoke)

The Federal-Provincial land holdings at Thistletown contain about 500 acres, in the area generally bounded by Highway 27, Albion Road, Kipling Avenue, and the West Branch of the Humber River. Trunk water and sewer services are now available for this site, and in anticipation of these services the preparation of plans for the development of the site was assigned, in the first instance, to a joint Federal-Provincial Metropolitan-Etobicoke policy committee and a joint Planning Committee. Following the report of the Joint Planning Committee in March 1958, the two joint committees were dissolved, and the preparation of further detailed proposals was delegated to the Interim Housing Committee, in conjunction with Township officials.

Preliminary proposals for the development of the site are now being considered by the Interim Housing Committee and Township officials. These proposals incorporate the following general features:

(a) Reservation of the land between Highway 27 and the H.E.P.C. right-of-way for industrial and commercial use. Detailed recommendations for the disposition of this land will be made to the Federal-Provincial partnership. The total area involved is about 100 acres.

(b) Enlargement of the remaining residential area to include certain lands along the West Branch of the Humber River which are not presently within the Partnership holdings.

(c) Development of the residential area with a mixture of residential structures, including walk-up apartments, row houses and maisonettes, and single-family and semi-detached houses; a high school, a senior school, and three elementary schools; local park facilities, church sites, public buildings, (including a library and fire hall) and a small local shopping centre.

(d) Reservation of 25% of the residential area (approximately 100 acres) in three or four locations for low-rental housing to be constructed as a Federal-Provincial project. A total of about 1,500 low-rental units are to be accommodated, predominantly in row houses and other low density multiple structures.

(e) Reservation of sufficient land for about 160 elderly persons housing units.

(f) Disposition of the remainder of the residential area, after allowance for community facilities, as a land assembly project



under private ownership. The bulk of the land assembly project is expected to be in single-family and semi-detached housing, but it is expected that some private rental housing for moderate-income families may be constructed. A total of 2,000 to 2,500 private housing units will be contained in the land assembly project.

A recommendation is contained in this report (Part C) that the Metropolitan Council adopt a resolution requesting the Federal-Provincial partnership to undertake a low-rental housing project and a land assembly project on these lands. When preliminary approval has been secured from the partnership, detailed plans will be prepared in conjunction with the Federal and Provincial officials for submission to the Township and the Metropolitan Council.

(b) Jane-Keele (North York)

The Federal-Provincial holdings in North York contain around 650 acres, in the area generally bounded by the Black Creek, Steele's Avenue, Keele Street, and the H.E.P.C. right-of-way north of Finch Avenue. It is expected that trunk water and sewer services will be available in 1962. The preparation of plans for the development of this site has been assigned to a joint Federal-Provincial-Metropolitan-North York Policy Committee and a joint Planning Committee. A preliminary land use plan has been prepared by the Planning Committee, and a modification of this plan is being submitted by the Township planning staff to the Planning Board and Council as a proposed amendment to the Official Plan of the Township. The lands involved in this amendment will include both the Federal-Provincial holdings and extensive lands to the south of these holdings, a certain portion of which are being proposed for limited dividend apartments under private auspices.

It is expected that the joint committees for this site will also be dissolved by the Federal-Provincial partnership, with the preparation of more detailed proposals being delegated to the Interim Housing Committee, in conjunction with the local planning officials. Development of the site will probably be on a mixed basis, as in the case of the Thistletown holdings, with a total of about 1,500 low-rental housing units in several locations, and the balance of the residential area being devoted to private housing under a land assembly scheme, to contain perhaps 4,000 to 5,000 private housing units. In view of the probable timing of services for this site, it is not likely that detailed proposals will be submitted to the Township, the Metropolitan Council, and the Federal-Provincial partnership before the end of 1960.

(c) Malvern (Scarborough)

This site contains a total of about 1,650 acres, in the general area bounded by Markham Road, Finch Avenue, Little's Road, and Highway



401. Development of this site will be deferred until sanitary trunk sewer services are available, presently estimated as 1963. The procedure for preparing development plans has been under consideration by joint Federal-Provincial-Metropolitan-Scarborough Policy and Planning Committees, which have recommended that a special planning and development group be created for the preparation of such plans. Steps are now being taken to establish such a group, which will be outside the normal framework of the existing government organizations, but which will work closely with all four levels of government.

While specific proposals for the development of the Malvern holdings will probably not be available for a few years, the joint committees have recommended that development be on a mixed basis, to include both public low-rental housing and private housing. The distribution between the two types of housing cannot be estimated at the present time, but if the current formula calling for approximately 25% of the residential land to be devoted to low-rental housing is observed, it may be expected that the Malvern holdings will accommodate from 3,000 to 4,000 low-rental units and perhaps five or six thousand private housing units.

(d) Low-rental Housing on Outer Suburban Sites: Summary

The three outer suburban sites in the ownership of the Federal-Provincial partnership may be expected to contain the following amount of low-rental housing:

Development beginning in 1959:	
Thistletown (Etobicoke)	1,500 units
Development beginning in 1962:	
Jane-Keele (North York)	1,500 units
Development beginning in 1963:	
Malvern (Scarborough)	3,000 units
Total	6,000 units

IV. Elderly Persons Housing

(a) Metropolitan Toronto Housing Company Limited

Housing for elderly persons, operated as limited dividend projects under the auspices of the Metropolitan Corporation through the Metropolitan Toronto Housing Company, was reviewed in Section A of this report. The rental range in these projects is from \$33.00 to \$55.00. These projects are as follows:

Westacres, Etobicoke:	
(Completed)	128 units
(Site approved by C.M.H.C.)	96 units



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Northacres, North York:	
(Completed) .....	128 units
Scarborough Acres, Scarborough:	
(Completed) .....	16 units
West Lodge Avenue, Toronto:	
(Under construction) .....	405 units
Lawrence Avenue, Scarborough:	
(Site approved by C.M.H.C.) .....	200 units
Woodbine Avenue, Toronto:	
(Site approved by C.M.H.C.) .....	42 units
Scarlett Road, Etobicoke:	
(Under negotiation) .....	32 units
Warden Avenue, Scarborough:	
(Under negotiation) .....	160 units
O'Connor Drive, North York:	
(Under consideration) .....	160 units
Cosburn Avenue, East York:	
(Under consideration) .....	200 units
Thistletown, Etobicoke:	
(Under consideration) .....	160 units
Jane-Keele, North York:	
(Under consideration) .....	160 units
Malvern, Scarborough:	
(Under consideration) .....	320 units
<b>Total</b> .....	<b>2,207 units</b>

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## (b) Beech-Hall, York Township

This project, which was constructed in 1952, contains 128 elderly persons units. It is located on the north side of Black Creek Boulevard, west of Weston Road. It was built by the Township of York and is owned and operated by a limited dividend housing company under the Township's sponsorship. The rental range is \$29.00 to \$35.00.

## (c) Other Projects

A project has been built under the sponsorship of the Canadian Legion, at Finch Avenue and Bathurst Street, in North York. It contains 48 units, and is operated as a limited dividend project with a rental range of \$34.00 to \$45.00. A second project is under consideration under private auspices also in the Township of North York. It is proposed to contain 411 units, with the rental range still to be determined.





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## (d) Elderly Persons Housing: Summary

Completed and occupied .....	448 units
Under construction .....	405 units
Sites approved by C.M.H.C. ....	338 units
Under negotiation .....	192 units
Under consideration .....	1,411 units
Total .....	2,794 units

## V. Limited Dividend Housing

This category is defined in this report to include all of the limited dividend projects which are designed for family occupancy, rather than for elderly persons. This type of project is financed by C.M.H.C. with a 90% mortgage loan, under a controlled rental arrangement which is expected to remain in force, subject to periodic revision, for the length of the mortgage, generally 50 years. Limited dividend housing is presently being constructed both by the City of Toronto Limited Dividend Housing Corporation and by an assortment of private builders.

To date, a total of nearly 2,100 units have been approved by C.M.H.C. for limited dividend financing, with another 700 units having been submitted for approval, and a further 2,000 units are presently being considered by developers, for a total of 4,800 units at all stages. While limited dividend housing is designed principally for family occupancy, a substantial proportion of the units already approved will contain only one bedroom and may perhaps be occupied by childless households. The projects already approved have an average rental range of \$74.00 to \$87.00, depending on the number of bedrooms, with the minimum rent in any project being \$70.00 and the maximum being \$94.00. The projects already approved show the following distribution according to size:

1—bedroom .....	852 units (41%)
2—bedrooms .....	850 units (41%)
3—bedrooms .....	355 units (18%)
4—bedrooms .....	10 units (—)
	2,067 units (100%)

Occupancy in limited dividend projects is subject to a maximum income limitation, with periodic investigation by C.M.H.C. The present regulations specify that maximum income for admission to a limited dividend project is equal to four times the annual shelter rent (to which may be added \$15.00 per month for services). The maximum income for continued occupancy after admission is equal to five times



the annual shelter rent. On this basis, the maximum income for eligibility to the projects already approved runs from \$3,420.00 to \$4,450.00 per year. The limited dividend accommodation for three and four bedrooms is currently less than 20% of the total portfolio. The ingoing maximum income for three bedrooms is somewhere between \$3,400.00 and \$3,500.00 depending on the type of accommodation. The maximum income for continuing occupancy for three bedroom accommodation lies somewhere between \$4,250.00 and \$4,450.00.

Following is the present status of limited dividend projects in the Metropolitan Area (excluding elderly persons housing and defense housing):

(a) City of Toronto Limited Dividend Housing Corporation

This company is operated by the City of Toronto Housing Authority with equity capital supplied by the City of Toronto. City Council has authorized a total share investment of \$1,000,000.00 to date, and has proposed a further expenditure of \$200,000.00 in 1959 and \$465,000.00 in the period 1960-1963. The following projects are included:

Approved by C.M.H.C.:

Phin Avenue .....	34 units
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Application submitted to C.M.H.C.:

Broekton Playground .....	106 units
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Approved by City Council:

Gerrard-Wayland .....	24 units
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Norway Avenue .....	36 units
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Doel Avenue .....	78 units
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Seaton Street .....	24 units
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Under Consideration:

Maybank Avenue .....	8 units
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Shaw-Dundas .....	42 units
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Queen-Eastern .....	161 units
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Total .....	513 units
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(b) Private Limited Dividend Housing Projects

Approved by C.M.H.C.:

North York .....	1,186 units
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(excluding defense housing)

Etobicoke .....	239 units
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Scarborough .....	329 units
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Toronto .....	279 units
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.....	2,033 units
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## Applications submitted to C.M.H.C.:

North York .....	370 units
Etobicoke .....	227 units
	597 units

## Under Consideration:

North York .....	1,084 units
Scarborough .....	301 units
York .....	254 units
	1,639 units
<b>Total .....</b>	<b>4,269 units</b>

## (c) Limited Dividend Housing: Summary

Approved by C.M.H.C. ....	2,067 units
Applications submitted to C.M.H.C. ....	703 units
Under consideration .....	2,012 units
<b>Total .....</b>	<b>4,782 units</b>

C. FURTHER REQUIREMENTS OF THE METROPOLITAN  
HOUSING PROGRAMME.

As the preceding review has shown, there is a considerable amount and variety of low-rental housing activity in the Metropolitan Area. A substantial part of this activity originated before the establishment of the Metropolitan housing programme last year, and only a relatively small part of the total housing activity has stemmed directly from the establishment of this programme. Without reference to origin, however, the current situation in the provision of low-rental housing for families and elderly persons may be summarized as follows (excluding limited dividend and land assembly projects):

Units completed: 3,250.

Units reasonably certain of completion within a few years: 1,950.

Potential capacity of remaining sites which are already publicly owned or under consideration: 8,100.

To these figures may be added 4,800 units of limited dividend housing and the potential units of private land assembly housing. This does not present an unimpressive picture. It is far and away the most advanced programme of low-rental housing in the larger Canadian cities, and it does not compare unfavourably with the record in some comparable American cities, at least potentially.

Nevertheless, it must be recognized that there are many problems to be resolved before this programme will be achieved, and it should also



be recognized that we do not know, as yet, whether even this programme is sufficient in scope to meet the real housing need of the Metropolitan Area, nor over how long a period of time such a programme should be carried out, nor what further steps may be required after the programme is reasonably underway. It does appear, however, that the short-range housing programme of the Metropolitan Corporation can now be defined more accurately than heretofore, and that the reasonable objective for a period of five or six years, extending to 1964 or 1965 can now be formulated. The basic considerations underlying this formulation are the following:

(a) Extent of Subsidized Rental Housing Need

Until at least a part of the projected housing research programme has been accomplished, the measurement of the need for subsidized rental housing must be based on the insufficient data which is available. The number of applications already received by the Metropolitan Toronto Housing Authority and the City of Toronto Housing Authority gives an indication of the need. The Metropolitan Toronto Housing Authority has received some 8,000 applications for dwelling units at Regent Park South and Lawrence Heights. After investigating these applications the Authority has assigned accommodation to 1,400 families and some 3,200 families have been placed upon the waiting list of families eligible for housing. The criteria employed to establish the eligibility of these 4,600 families has regard to the condition of the applicant's present housing accommodation, the size of his family, his income, and the percentage of income presently being paid for rent.

In addition to the 4,600 eligible families, the eligibility of some 600 families remains to be investigated. New applications in 1959 are likely to be less than the 5,000 received in 1958 because it is becoming known that the Metropolitan Toronto Housing Authority has very few dwelling units still to be allocated. The current rate of filing of applications is approximately 60 per week. It is likely that a large proportion of these applications will be found to be eligible. Using only the information available to the Metropolitan Toronto Housing Authority, it can be estimated that by the end of 1959 there will be a waiting list of some 5,000 to 6,000 eligible families.

It is to be remembered that the applications received by the Metropolitan Toronto Housing Authority have been completed in contemplation of occupancy at either Regent Park South or Lawrence Heights. Therefore the present location of applicant families tends to be in areas of the two projects. When the Scarlett Road project was announced a surge of applications was received from the west end. This is an indication that the need as evidenced by applications filed with





the Authority is an understatement to the extent that the Authority does not have projects in all parts of the Metropolitan area.

In addition the City of Toronto Housing Authority has an application file of some 7,000 families but it is thought that there is substantial duplication of the applications held by the Metropolitan Toronto Housing Authority. Having regard to the limited nature of the data available to the Metropolitan Toronto Housing Authority, the concentrated nature of the projects of the two Authorities, and the rigorous selection procedure of the Metropolitan Toronto Housing Authority, it might be reasonable to assume that the demonstrable need for subsidized public housing in the Metro area is in the range of 10,000 to 15,000 families.

The subsidized public housing need of these families can be satisfied only in part during the next five or six years. It is likely that the needs of many of these families will change over that period and that new families will be added to the eligible waiting lists. Public housing need in the Metro area is ever changing and the first indication that such need is being met will arise from a decrease in the number of applications in relation to available subsidized public housing units. However, there appears to be a reasonable assumption that the public housing programme contemplated in this report will make inroads into the backlog of need but will not be in excess of the needs of the community.

In this connection, the question of limited dividend housing warrants consideration. There is little question that the promotion of the limited dividend program by C.M.H.C. and its adoption by many builders is playing an extremely useful role in satisfying part of the need for low-rental accommodation in the Metropolitan Area. But limited dividend housing is not supplying "low rental" housing in the sense in which the term is used by the Metropolitan Housing Authority, particularly with reference to the size of unit which the Authority requires. For example, average rental in limited dividend projects already approved ranges from \$73.00 to \$86.00, while rentals in the two Housing Authority projects average about \$57.00.

The maximum income permitted in limited dividend projects is between \$3,700.00 and \$4,500 (for 3-bedroom units). Yet fully half of the eligible families on the Housing Authority's waiting list have an income of less than \$3,500.00; 75% of these families have an income under \$4,100.00. As far as the top priority families on the waiting list is concerned, that is those families who have been established by a point-rating system as being in the top half of the eligible applicants, the average income is considerably lower even than this. It is quite likely, therefore, that not many of the Authority's eligible applicants would be able to afford limited dividend housing.



In addition, the type of housing being provided under the limited dividend programme will not meet the requirements of most of the families on the Housing Authority's waiting list. No less than 40% of these families require 3 or more bedrooms (the bedroom requirements being determined by the number, age, and sex of the children in the applicant family); of the families in the top half of the Authority's waiting list, 65% to 70% require 3 or more bedrooms, and these are, of course, the families who most urgently require accommodation. By contrast, in the limited dividend programme as presently constituted, substantially less than 20% of the units will contain 3 bedrooms, and almost none will contain 4 bedrooms. It should be stressed, however, that the limited dividend programme is satisfying a very important segment of the housing market, one which neither the Housing Authority's programme nor conventional private building is geared to meet. To the extent that the limited dividend programme can satisfy the housing requirements of those families whose incomes are somewhat too high, and whose size is somewhat too small, to rate priority in the Housing Authority's projects, it will contribute very substantially to freeing the Authority for the job which it was created to fulfill: the satisfaction of the housing requirements of the families presently living in substandard accommodation for whom private enterprise is unable to provide suitable housing at a rental commensurate with income.

It would appear that the minimum requirement for low-rental family accommodation under the Metropolitan Housing Authority will be at least 10,000 to 15,000 units. Should any substantial redevelopment activities take place, the relocation requirements for such redevelopment areas can be expected to swell this requirement considerably. On this basis, therefore, it is suggested that the short-term Metropolitan housing programme should aim at the provision of at least 1,000 low-rental housing units annually over the next 5 or 6 years, so that the total stock of such housing should contain at least 8,500 to 9,000 units by 1964 or 1965.

As far as the provision of housing for elderly persons is concerned, there is again no certain way of establishing the real need, pending the findings of the housing research programme. The need for this type of housing is so readily apparent, however, that there is little doubt that an annual programme of 500 units of elderly persons housing can be assumed as being at least the minimum requirement for the 5 or 6 year period under consideration. It is hoped that at least part of this need may be met by a programme of limited dividend housing under various sorts of organizational auspices, such as the project in North York which is sponsored by the Canadian Legion, and under local municipal sponsorship, as in York Township. However, it is quite likely that the great bulk of this programme will have to be met by the Metropolitan Corpora-



tion, operating through the Metropolitan Toronto Housing Company Limited.

(b) Location of Housing Projects

As indicated in the report previously adopted by Council, the most effective way of providing the required amount of low-rental housing is by building on vacant land. By this method, the cost of providing each unit may be expected to be about half as much as the actual cost of providing such units in redevelopment projects. This does not mean that no redevelopment housing at all is envisaged over the 5 or 6 year period under consideration (as discussed below). However, in order to secure the most productive use of whatever Federal and Provincial funds may be made available for the construction of low-rental housing in the Metropolitan Area, the great bulk of such housing should be placed on vacant land sites. It may also be noted, as it was in the previous report adopted by Council, that the provision of a substantial stock of low-rental housing on vacant land sites must be taken as a necessary prerequisite for meeting the relocation requirements of any prospective redevelopment project.

The programme which was adopted by the Metropolitan Council in 1958 called for the establishment of 1,000 units of low-rental family housing on vacant land within the "built-up area". This has been taken to mean sites which are located within or reasonably close to established residential communities, where a variety of community facilities are available, and where access to places of employment may reasonably be provided through public transportation. By and large, it was determined that sites within a distance of around 10 miles from downtown would meet these requirements, and all but one of the sites which have been considered by the Interim Housing Committee fall within this classification. (The exception is the Stableford Farm site, which may be expected to fit the requirements listed above in perhaps 3 to 5 years but which was recommended for low-rental housing because of the shortage of land which could be secured immediately).

It is still felt that the immediate housing requirement can best be satisfied on sites which fit the above requirements, and it would certainly appear that a minimum of 500 to 1,000 additional units, beyond the 1,000 units already authorized by Council, should be developed on vacant land within the "built-up area". It should be noted, however, that with the passage of time and the extension of municipal services, the "built-up area" is growing considerably larger, and it is likely that before long locations within a distance of perhaps 13 to 15 miles from downtown will meet these requirements. It would appear desirable therefore, that an attempt be made to secure, and to hold if necessary, certain lands which for one reason or another may escape development



in the immediate future but which would prove satisfactory for the establishment of low-rental housing within a few years.

As the supply of available sites declines, it is possible that some of the vacant land which may be suitable for this purpose will be priced too high for the provision of low-rental housing. In certain circumstances, it may prove desirable that the Metropolitan Corporation undertake the slight write-down which may be required to make suitable land available for subsidized housing. (The O'Connor Drive site presently under consideration may be an example of this sort of land).

It may be noted that limited dividend housing, which in many respects has the same locational requirements as does low-rental housing, is to be found in highly scattered locations as far as 16 miles from downtown. Furthermore, a considerable volume of private apartments and other rental accommodation are now being constructed in similar locations. Under these circumstances, it does not appear incorrect to suggest that a balanced programme of low-rental housing will before long require sites somewhat beyond the presently built up area. This does not mean that sites with reasonably good access to downtown and other major employment centres will not be required, but that the growth of the Metropolitan Area will, before long, permit the establishment of housing sites at all sorts of locations.

It may also be noted that only around 60% of the families on the Housing Authority's waiting list of eligible applicants are residents of the City of Toronto. The remainder are to be found, in some degree, in every one of the Metropolitan municipalities, with the greatest number in North York (14%) and York Township (13%). It may also be expected that as the number of public housing sites in scattered locations grows, an increasing number of suburban residents will become aware of the Housing Authority's programme and of their eligibility for the type of housing being offered.

On the basis of these various considerations, it is suggested that the present programme of 1,000 units within the built-up area be enlarged by at least 500 units, to be developed within the area which is presently "built-up" or will soon become so, in addition to the prospective low-rental housing sites which will be established within the Federal-Provincial holdings in the outer suburban area.

(c) Redevelopment

The report previously adopted by Council indicated the importance of establishing a comprehensive programme of "urban renewal" within selected older areas that are considered suitable for family housing on a long-term basis, and suggested that the Alexandra Park Area would represent a satisfactory location for the development of a pilot urban





renewal project in which all of the techniques embodied in that process could be tested and evaluated. Such techniques would include the spot clearance of houses which are established as being beyond repair; rehabilitation and conservation of existing structures through a programme of financial assistance, by-law enforcement, and public acquisition and management where appropriate; measures to relieve overcrowding; cleaning-up of block interiors; and provision of play space and other community facilities where notably deficient.

Since adoption of this report, the Toronto City Council has undertaken to acquire a few selected houses in the Riverdale Area in order to engage in a programme of rehabilitation. It is still felt, however, that such a programme can best be undertaken as part of an overall plan of neighbourhood conservation, and that the Alexandra Park area would represent an ideal location for a pilot project embracing a variety of urban renewal techniques. It is felt that such a programme, in an older area which might otherwise be ripe for large-scale clearance within a period of 20 or 30 years, could go a long way toward determining the amount of actual redevelopment which may be required once a suitable stock of low-rental housing has been established for relocation purposes.

As was indicated in the earlier report, certain central residential areas may merit clearance for residential purposes once the short-term housing programme is substantially completed. Other areas which are not suitable for redevelopment for residential purposes but where existing housing conditions are so bad as to make it in the public interest to demolish the housing, may be ready for clearance when a sufficient supply of low-rental housing is available for relocating the residents. It is still felt that for redevelopment areas to be properly determined their priority for clearance should be clearly established by suitable objective criteria, dealing principally with the following factors:

- (1) The proportion of dwellings which require major structural repairs or which are unfit for further use;
- (2) The proportion of dwellings which are substandard through lack of adequate sanitary facilities, and where such facilities cannot be reasonably provided;
- (3) The proportion of dwellings which are obsolete through age and which cannot be modernized at reasonable cost.

For the short-term future, it is considered unwise to engage in any sort of redevelopment which does not add substantially to the stock of housing suitable for family occupancy, or which removes any substantial number of such houses which may be rendered suitable by means other than clearance. Within this period, however, it is likely that a total of perhaps 500 units of new family housing should be



established on scattered redevelopment sites in the City of Toronto and perhaps in some of the inner suburbs.

The provision of low-rental housing and the redevelopment of existing housing areas should be considered an indivisible problem, and in that the latter cannot possibly be undertaken in isolation from the former. Just as housing is recognized to be a Metropolitan-wide problem which can only be handled on a Metropolitan-wide basis, so must redevelopment be considered as capable of solution only on a Metropolitan-wide basis. Even though the immediate objectives of any given redevelopment proposal may be local in scope, any such proposal should be seen within a Metropolitan-wide context. Therefore, it is recommended that a thorough study be undertaken of the redevelopment requirements of the Metropolitan Area.

(d) Organization and Administration

The housing programme as authorized by Council has been carried out through the medium of the Interim Housing Committee, utilizing the staff services of the Metropolitan agencies concerned, and primarily those of the Metropolitan Toronto Planning Board. The experience of the past year has indicated certain shortcomings in this procedure, principally a lack of adequate liaison with Federal and Provincial officials and some interference with the normal activities of the Planning Board. In order to overcome these shortcomings, some changes have recently been effected in the organization and procedure of the Interim Housing Committee, as follows:

(1) The Metropolitan Toronto Housing Authority has appointed an Executive Director who will, among his other duties, carry out the directives of the Interim Housing Committee. This will place the responsibility for conducting negotiations, etc. with the operating agency, where it properly belongs, and will permit the staff of the Planning Board to concentrate on such matters as site selection, research, and general programme planning.

(2) The Director of the Housing Branch of the Department of Planning and Development and the Regional Supervisor of C.M.H.C. have agreed to participate as observers in the meetings of the Interim Housing Committee, in order to ensure full and free discussion of the basic decisions of the Committee.

(3) A co-ordinating committee of officials has been established under the direction of the Interim Housing Committee. This committee includes the Executive Director of the Housing Authority as Chairman, and representatives from the staff of the Metropolitan Planning Board, the Department of Planning and Development, and the Regional office of C.M.H.C. For each specific project with



which this committee is concerned, the Planning Director of the municipality involved will be invited to serve on the Co-ordinating Committee. This ensures that full consideration will be given to the local municipal viewpoint in each case.

While these new procedures have been only recently instituted, it appears likely that they will facilitate the implementation of the Metropolitan housing programme, and it does not appear desirable to suggest that any more permanent form of organizational structure be established at this time.

(d) Agreements

For each of the projects to be developed, it appears desirable that a joint agreement be consummated among the local municipality, the Metropolitan Corporation and the Federal and Provincial governments. These agreements will deal with the nature and amount of services or contribution to be provided by each level of government, and will be similar in scope to the agreement which is already in effect for the Lawrence Heights project in North York.

(e) Recommendations

On the basis of the foregoing factors, the following recommendations are submitted for the consideration of the Metropolitan Council:

(1) That the short-term housing programme of the Metropolitan Corporation be directed toward the provision of 1,000 units of low-rental family housing and 500 units of elderly persons housing annually for the next 5 or 6 years.

(2) That the initial programme of 1,000 low-rental family units on vacant land within the built-up area be enlarged to a total of 1,500 units, such units to be outside the three large land holdings of the Federal-Provincial partnership at Thistletown, Jane-Keele, and Malvern.

(3) That the programme of 1,500 units within the built-up area be implemented by the expropriation of the proposed site at O'Connor Drive and by the acquisition of such other sites as the Interim Housing Committee may bring before the Metropolitan Council for its approval during 1959, and that the Minister of Planning and Development be requested at the appropriate time to secure the development of these sites.

(4) That a project of 1,500 units of low-rental family housing and a land assembly project be established on the Federal-Provincial lands at Thistletown, in accordance with a detailed land use plan and staging proposal to be prepared by the Interim Housing Com-



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mittee in conjunction with Federal-Provincial and Etobicoke Township officials, and that a resolution requesting the Minister of Planning and Development to initiate such a project be adopted by the Metropolitan Council.

(5) That a project of 1,500 units of low-rental housing and a land assembly project be established on the Federal-Provincial lands at Jane-Keele in North York, in accordance with a detailed land use plan and staging proposal to be prepared by the Interim Housing Committee in conjunction with Federal-Provincial and North York Township officials.

(6) That a portion of the Federal-Provincial lands at Malvern be devoted to low-rental housing in accordance with plans to be prepared by a special development group to be appointed by the Federal-Provincial partnership in conjunction with the Interim Housing Committee.

(7) That sites be reserved for elderly persons housing in connection with all of the future low-rental housing projects and that specifically 32 units for elderly persons housing be provided at Scarlett Road, 160 units at Warden Avenue, 160 units at O'Connor Drive, 160 units at Thistletown, 160 units at Jane-Keele, and an undetermined amount at Malvern, as well as at such other low-rental housing sites as will be submitted to the Metropolitan Council for approval.

(8) That the short-term objective of the Metropolitan housing programme be considered to embrace a stock of 8,500 to 9,000 low-rental family housing units by 1964 or 1965, to include the following:

(a) Regent Park North .....	1,397 units
(b) Regent Park South .....	732 units
(c) Lawrence Heights .....	1,043 units
(d) Lawrence Heights Extension .....	38 units
(e) Scarlett Road .....	158 units
(f) Warden Avenue .....	400 units
(g) Stableford Farm .....	95 units
(h) O'Connor Drive .....	300 units
(i) Miscellaneous sites in built-up area .....	500 units
(j) Redevelopment housing .....	500 units
(k) Thistletown (commencing in 1959) .....	1,500 units
(l) Jane-Keele (commencing in 1961) .....	1,500 units
(m) Malvern (commencing in 1963 for completion by 1964 or 1965) .....	500 units
<b>Total .....</b>	<b>8,663 units</b>





(9) That the Interim Housing Committee prepare a report on the general question of school requirements, local services, and local tax load in connection with all low-rental housing projects.

(10) That the Metropolitan Toronto Planning Board be requested to initiate discussions with the local Planning Boards and the Federal-Provincial partnership for carrying out a Metropolitan urban renewal study, the findings of which are to be submitted to the Metropolitan Council for adoption as part of the Metropolitan Official Plan.

(11) That as a matter of practice four-way agreements be effected between the Federal, Provincial, Metropolitan and local governments for each land assembly and low-rental housing project, such agreement to specify the nature and extent of the services or contribution to be made by each party with respect to such project.

(12) That the Interim Housing Committee, consisting of the Commissioner of Planning as Chairman, the Commissioner of Welfare and Housing, and the Chairman of the Metropolitan Toronto Housing Authority, with the Director of the Housing Branch of the Department of Planning and Development and Regional Supervisor of Central Mortgage and Housing Corporation as observers, be retained for a period of at least a year, operating under the procedure recently adopted and utilizing the services of a Coordinating Committee to carry out its directives.

(13) That a further report on the status and requirements of the Metropolitan housing programme and form of organization required for its implementation be submitted by the Interim Housing Committee to the Metropolitan Council early in 1960.

#### Low Rental Housing In Metropolitan Toronto.

	Units Proposed or under Completed Construction	
	Completed	Construction
A. REDEVELOPMENT HOUSING		
1. Regent Park North .....	1,288	109
2. Regent Park South .....	687	45
3. Moss Park .....		1,125
4. Alexandra Park .....		392
5. Carlton Street .....		72



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	Completed	Units Proposed or under Construction
<b>B. LOW RENTAL HOUSING ON INNER SUBURBAN SITES</b>		
6. Scarlett Road (Etobicoke) .....		158
7. Warden Avenue (Scarborough) .....		400
8. Stableford Farm (Scarborough) .....		95
9. Lawrence Heights (North York) .....	828	215
10. Lawrence Heights Extension (North York) .....		38
11. O'Connor Drive (North York) .....		300
<b>C. LOW RENTAL HOUSING ON OUTER SUBURBAN SITES</b>		
12. Thistletown (Etobicoke) .....		1,500
13. Jane-Keele (North York) .....		1,500
14. Malvern (Scarborough) .....		3,000
<b>D. ELDERLY PERSONS HOUSING</b>		
(a) Metropolitan Toronto Housing Com- pany Limited		
36. Westacres (Etobicoke) .....	128	96
37. Northacres (North York) .....	128	
38. Scarborough Acres (Scarborough) .....	16	
39. West Lodge Avenue (Toronto) .....		405
40. Lawrence Avenue (Scarborough) .....		200
41. Woodbine Avenue (Toronto) .....		42
42. Scarlett Road (Etobicoke) .....		32
43. Warden Avenue (Scarborough) .....		160
44. O'Connor Drive (North York) .....		160
45. Cosburn Avenue (East York) .....		200
46. Thistletown (Etobicoke) .....		160
47. Jane-Keele (North York) .....		160
48. Malvern (Scarborough) .....		320
(b) Township of York		
49. Beech-Hall .....	128	
(c) Canadian Legion		
50. Bathurst-Finch .....		48



APPENDIX "A".  
Report No. 21 of The Executive Committee.

	Units Proposed or under Completed Construction
<b>E. LIMITED DIVIDEND HOUSING</b>	
City of Toronto Limited Dividend Housing Company	
15. Phin Avenue .....	34
16. Brockton Park .....	106
17. Gerrard-Wayland .....	24
18. Norway Avenue .....	36
19. Doel Avenue .....	78
20. Seaton Street .....	24
21. Maybank Avenue .....	8
22. Shaw-Dundas .....	42
23. Queen-Eastern .....	161
Private Builders	
(a) North York	
24. Finch-Main .....	231
25. Denbigh-Keele .....	86
26. Sheppard-Keele .....	341
27. Wilson-Highview .....	166
28. Bathurst-Finch .....	176
29. Bathurst-Finch .....	186
(b) Etobicoke	
30. Islington-Rexdale .....	239
(c) Scarborough	
31. Birchmount-Ellesmere .....	51
32. Birchmount-Eglinton .....	44
33. Birchmount-Danforth .....	60
34. Eglinton-Midland .....	174
(d) Toronto	
35. Ontario-Howard .....	279

("Proposed" units are estimated figures only.)

NOTE: Private projects listed above include only projects which have been approved by C.M.H.C."

The Executive Committee reports having conferred with the Commissioner of Planning in this matter and now recommends that the foregoing programme be approved, subject to the deletion therefrom of all reference to the Stableford



Farm low-rental housing project, upon which a further report has been requested from the Commissioner of Planning, and on the understanding that the projects in the programme not yet approved will be submitted to Council at appropriate times.

The Executive Committee also recommends that approval be given to the introduction of a formal resolution in Council at this time to request the Minister of Planning and Development for the Province of Ontario, to initiate a project of 1,500 units of low-rental family housing and a land assembly project on Federal-Provincial lands at Thistletown, referred to in recommendation (4) of the foregoing report.

Respectfully submitted,

FREDERICK G. GARDINER,

*Chairman.*

Toronto, April 14, 1959.

*(Adopted without amendment by the Metropolitan Council on April 21, 1959.)*







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